Western type was begun. The service was national in scope and controlled from Peking. This centralization rendered it largely independent of the provincial organization and so ran contrary to the existing practice of committing to the provincial officials all the tasks possible.

The treaties of 18 58 provided for the residence of foreign ministers in Peking. To deal with them and with foreign affairs, a new central body was created (1861), the *Tsungli Yamen.* The necessity forced upon the government by the powers of handling foreign affairs directly through the capital rather than indirectly through the local authorities, as in many instances had formerly been the case, tended, as did the customs service, to alter the principle on which the administration had been conducted.

For many years the problem of the reception of the representatives of the powers by the Emperor remained troublesome. The treaties of Tientsin specified that foreign envoys should, when accorded audience with the Emperor, be treated as coming from nations independent of and of equal dignity with China. This in practice the Chinese found a bitter pill. While T'ung Chih remained a minor the question was not urgent, but when, in 1872, he attained his majority, the envoys demanded an audience. After much hesitation and long negotiation this was granted, but the ceremony was carried out with a subtle suggestion that the Empire still thought of itself as outranking other nations. Not until 1894, after Kuang Hsu had reached his majority, was an audience given which satisfied the diplomatic body.

The Empire was very slow to send representatives to Western capitals. The first attempt of the kind was somewhat anomalous. In 1861 there arrived in China as American

minister Anson Burlingame. By his affability and sympathy and his policy of supporting the imperial government rather than causing it embarrassment, he won the confidence of the Tsungli Yamen. When, in 1867, he was on the eve of resigning, the Chinese authorities suggested to him that he serve as the envoy of Peking to the treaty powers of the West. In this capacity, with an extensive retinue, he visited the United States (1868), representing China in public addresses in glowing, optimistic terms. There he negotiated a treaty on the basis of equality, providing, among others things, for the territorial integrity of China, for the free immigration of